

CHAPTER D1

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D1.00 General

Caltrans removes litter, debris and sediment to maintain motorist safety, protect water quality, ensure drainage and provide an attractive facility for travelers and local communities.

Routine litter removal, is performed by State forces, Special Programs forces, including supervised inmates and probationers, and Adopt-A-Highway participants.

Caltrans removes graffiti to maintain an attractive facility for travelers and local communities.

Refer to family problem D, "Litter and Debris" in Volume 2 of the Maintenance Manual for planning, scheduling and administrative instructions.

D1.01 Policy

Roadway, roadside and median litter cleanup operations should be scheduled to provide safe facilities and a neat and clean appearance. Clean up operations also provide water quality benefits by reducing the quantity of materials that may be washed into storm water drainage systems.

Districts shall establish routine litter removal and sweeping frequencies for each route segment based on the rate at which litter, debris and sediment accumulates. Frequencies shall be determined to keep a generally clean and neat appearance to the roadside and are very sensitive to traffic volumes. These frequencies shall be recorded on District route maps, or other formats (Post Mile listings, etc.) which shall be sent to the Headquarters Maintenance Program for concurrence at least once every four years, starting January 1998. Recorded frequencies shall be used as guides for litter removal, whether by State forces, special programs forces or Adopt-A-Highway participants. Frequencies for litter collection by Adopt-A-Highway participants may also be determined based on traffic volumes.

D1.02 Laws That Pertain to Litter, Debris, Disabled and Abandoned Vehicles

(A) Throwing Lighted Substances

Vehicle Code Section 23 111 provides that no one may throw or discharge onto the highway or adjacent area any lighted or unlighted cigarette, cigar, match or flaming or glowing substance.

(B) Disposing of Litter or Garbage on Highway

Vehicle Code Section 23112 provides that no one may throw or deposit on the highway any garbage or substance likely to injure or damage traffic using the highway, or any noisome, nauseous, or offensive matter of any kind. It also prohibits the placement of any rocks, refuse or dirt within the highway right of way.

(C) Spilling Loads on Highways

Vehicle Code 23114 provides that traveling vehicles must be constructed, cover loaded to prevent any contents (other than clear water or feathers from live birds) from escaping from the vehicle. This section also prescribes outfitting of vehicles carrying aggregate, including rock fragments, pebbles, sand, dirt, gravel, cobbles, crushed base, asphalt and similar materials.

(D) Removal of Material From Highways

Vehicle Code Section 23113 requires any person who deposits any materials described in Sections 23112 or 23114(d) to immediately remove the material or cause it to be removed. If the person fails to remove the material, the agency responsible for the maintenance of the highway may remove the material and collect the cost of removal and damages from the responsible party. The California Highway Patrol (CHP) may direct a responsible party to remove aggregate material described in Section 23114(d) when that material has escaped from a vehicle.

(E) Rubbish Vehicles

Vehicle Code Section 23115 requires that any vehicle loaded with garbage or any other noisome, nauseous or offensive material or anything being transported to a dump may not be driven on the highway unless the load is totally covered to prevent it from spilling on the road. A vehicle in the process of acquiring its load is an exception, unless prevented by local restriction.

(F) Littering Penalties

Vehicle Code Section 42001.7 prescribes fines and mandatory public service for those convicted of violating Sections 23111, 23112 or 23113(a).

(G) Disabled and Abandoned Vehicles

(1) Authority of the Highway Patrol to Remove Vehicles

Vehicle Code Section 22650 through 22654 describes the authority of the California Highway Patrol or other peace officers, circumstances and limitations regarding the removal of unattended vehicles.

It is unlawful for maintenance personnel to remove or authorize the removal of any unattended vehicle from the highway, except as provided in the Vehicle Code.

A vehicle may be removed to a garage only on the authorization of the owner or his agent, or on authorization of a peace officer in whose area of jurisdiction the vehicle is located.

(2) Authority of Local Government (Cities and Counties) to Remove Vehicles

Section 22654(c) of the Vehicle Code further provides that a local authority charged with the maintenance of a highway may move a vehicle that is disabled or abandoned, or which constitutes an obstruction to traffic. Such vehicles may be moved from their location to the nearest available position on the same highway as may be necessary to keep the highway open or safe for public travel.

(3) Authority of Caltrans to Remove Vehicles

Section 22654(c) also provides that Caltrans employees may remove any disabled vehicle that constitutes an obstruction to State freeway traffic from its location to the nearest available location where parking is permitted.

If Caltrans employees move an unoccupied vehicle, they shall comply with the notice requirements of the Code. Caltrans is required to provide immediate notice to the owner of any vehicle that is moved to an area that is not readily visible from its original location. If the owner cannot be notified for any reason, the Caltrans employees who moved the vehicle shall immediately notify the Police department of the city in which the vehicle was parked. If the vehicle had been parked in an unincorporated area of a county, Caltrans shall notify the Sheriffs department and nearest office of the California Highway Patrol in that county.

Section 22654(c) of the Vehicle Code gives Caltrans the authority to move vehicles that have been abandoned, disabled or wrecked upon the highways and the State freeways and which constitute a hazard to traffic. Under this authority, highway forces may move any abandoned, disabled or wrecked vehicle from the traveled way or shoulder to a safe location in the immediate vicinity. Such vehicles should not be towed any considerable distance. If the flow of traffic is blocked, the vehicle may be removed from the traveled way by any means deemed necessary and prudent by the maintenance person in charge at the site.

(a) Emergency Permits

When a wrecked or disabled commercial vehicle is carrying livestock, flammable, explosive or perishable cargoes, it is permissible to issue emergency permits to move on weekends or holidays, or after the usual hauling hours. Loaded butane tankers and other highly flammable or explosive cargoes are in the same category.

(b) Caltrans Notification to Responsible Parties

When it is necessary to clear a highway following a wreck, any debris that constitutes a hazard to traffic should be immediately removed from the traveled way by State forces. The District office should immediately ascertain whether the party responsible for the accident wishes to remove any remaining debris from the highway, or whether state forces are to remove it at his or her expense. If possible, commercial tow operators should remove all vehicle parts and debris that constitute a safety hazard.

(c) Removal of Vehicles in Cases of Death or Serious Injury

In cases where death or serious injury results to any person, the damaged vehicles should be left untouched and traffic protected by flag-persons or barriers, lights, or other means until the California Highway Patrol or other authorized local police officers or sheriffs have had an opportunity to examine the wreck.

In all cases of serious accidents, the maintenance forces shall cooperate with the California Highway Patrol or local peace officers and the District Attorney's office. State maintenance forces are not required to await the arrival of insurance company representatives on the scene of an accident before removing wrecked or damaged vehicles.

Department employees shall only assist at the scene of an accident or other disability when commercial tow operators or Highway Patrol Officers are not available.

(d) Gratuities

Department employees shall not accept gratuities for providing assistance to motorists.

(H) Health and Safe Code Requirement

Section 2952, Health and Safety Code, provides that Caltrans workers who use or transport any pesticide shall promptly notify the local health officer when there is an actual or suspected spill of pesticides.

The notification shall be made by the local Maintenance Superintendent, Landscape Specialist or District Division Chief of Maintenance and Operations. Employees shall report any observed or suspected pesticide spill or accidental release to their supervisor.

(I) Laws That Pertain to Graffiti

Streets and Highway's Code Section 96 requires the Department to remove graffiti from signs "as soon as reasonably possible."

Public Contracts Code Section 12205 & 12210, Recycled Paint sets percentages for procurement of recycled paints and quality standards.

D1.03 Litter

The accumulation of litter adversely affects the appearance of the highway. Because of its visibility, litter is an extremely sensitive issue in the eyes of the public. Careful management of litter removal efforts is essential in maintaining public acceptance of the Maintenance program. All labor resources must be used together to achieve clean roadsides.

Removal efforts should be focused on routes to airports, commuter routes and heavily traveled inter-city routes. It is important to give special attention to litter removal on scenic highways, coastal and parkland routes, at vista points and other areas frequented by tourists and recreational motorists.

(A) Manual Removal of Litter

In areas with heavy or fast traffic where litter is removed manually, only highly visible litter and those items that will not biodegrade should be removed. This will reduce worker exposure time.

(B) "No Dumping" Signs

Maintenance supervisors should observe overall conditions and assess the need for litter removal and installation of "No Dumping" signs. "No Dumping" signs should be installed when dumping becomes a problem on the highway, at park-and-ride lots, rest areas and vista points.

(C) Litter Bags

Litter bags, should be carried in maintenance vehicles, for use as needed.

(D) Exposure of Litter Due to Fires or Maintenance Operations

Litter should be picked up promptly, when it is exposed by roadside fires, mowing or pruning of shrubs.

(E) Litter Receptacles

Litter receptacles shall not be placed on freeways.

Receptacles may be placed at designated Vista Points or Park And Ride lots, only if specifically approved by the Maintenance Manager, and where adequate space is available and provision has been made for safe entry and exit. Such receptacles are not normally provided as part of these facilities. The District Landscape Architect or the Division of Structures, Transportation Architecture Branch, should be contacted for specific location and receptacle type.

On other highways, litter receptacles may be placed only in areas where approved by the Maintenance Manager. Such receptacles are not intended for commercial or household garbage and debris, and should be removed if this becomes a problem.

Litter receptacles should be emptied at least once a week, or more often as necessary. Additional temporary litter receptacles may be provided over three-day weekends when heavy use is expected.

The site surrounding receptacles locations shall be kept clean and free of litter and weeds to eliminate fire hazards during the dry season.

(A) Sweeping of Sediment

Debris and sediment that accumulates on paved surfaces should be swept regularly to provide a safe and clean facility.

Depending on traffic, weather, and available resources, sweeping frequency should usually be based upon collecting a minimum of 1/2 cubic yard (0.382 cubic meter) and a maximum of 1 cubic yard (0.764 cubic meter) of material per mile (1.6093 kilometer) swept. Bike lanes or other areas may require more frequent sweeping. Sweeping schedules should be consistent with the Caltrans Statewide Storm Water Management Plan, Best Management Practice - Highway and Freeway Cleaning (MD-10).

Sweepings should be disposed of in accordance with Federal, State and local disposal requirements for solid waste.

(B) Removal of Debris from the Roadway

Debris on the roadway should be removed immediately when it constitutes a traffic hazard. Such debris may include tire casings, large boxes, bags of garbage, dead animals, automobile wreckage, spilled loads and other items.

Large accumulations of debris, paper, cartons and tumbleweeds that obstruct sight distances may be removed from freeway fences.

Cities, counties, and adjacent property owners, should be informed of their responsibilities when litter accumulates outside the right-of-way between the freeway fence and local roads or fences.

D1.05 Signs and Posters

Illegal signs or posters placed within the right-of-way, such as those advertising garage sales, fruit stands, political candidates, new homes, etc., should be promptly removed. Signs should be stored in the Maintenance station for 30 days for retrieval by the sign owners. Contact the Outdoor Advertising unit of the Right of Way Program for further information regarding sign removal procedures.

D1.06 Graffiti

Caltrans responds to the statewide graffiti problem by removing the marks quickly and as often as necessary to discourage the offenders. Refer to Caltrans Deputy Directive DD-39 for the complete graffiti removal and prevention policy.

Routine graffiti removal, is performed by State forces, Special Programs People and Adopt-A-Highway participants. Graffiti is also removed through contracts with the California Conservation Corps, local agencies and private contractors.

Graffiti should be removed immediately from traffic devices if they are a safety concern. All graffiti of obscene nature should also be removed immediately. Other graffiti should be removed within ten working days upon notification. Graffiti painters, or "taggers", are discouraged by frequent removal of their marks, so it is important to remove graffiti as soon as possible in all cases.

(A) Recycled Paint

Consistent with the intent of the Legislature, Caltrans should order and use recycled paints for sound walls, retaining walls, bridge girders, and abutments. Make reasonable efforts to match colors. The statewide Department of General Services contract is available for procurement of recycled paints.

(B) Protective Devices

Some physical devices which are available to limit access by taggers to state property are rat guards, sign hoods, razor wire, and glare screen patches.

In areas where significant numbers of ground mounted highway signs are being defaced, Districts should consider ordering replacement signs with an approved protective coating applied by the manufacturer, or apply their own approved protective sheeting to existing signs.

(C) New Product Evaluation (NPE) Procedures and Approved List

There are many products available to aid in the control of graffiti, both for prevention and removal. New products are constantly being developed.

Caltrans maintains a list of products that have been tested for safety and effectiveness.

Only products that are on this approved list are to be used on highway features.

Manufacturers should be directed to submit new products to the New Products Coordinator within the Engineering Service Center.

Refer to Deputy Directive DD-45 for new product evaluation procedures.

(D) Multi-Agency Graffiti Intervention Committees (MAGIC)

Multi-Agency Graffiti Intervention Committees (MAGIC) are regional anti-graffiti organizations. They are effective in coordination of regional resources and efforts from local agencies. Districts with significant graffiti problems should be actively involved in MAGIC organizations.

D1.07 Spills of Hazardous Materials on Highways

See Chapter D-5, "Spills of Substances on Highway Rights of Way" for information on the handling of hazardous spills.

D1.08 Disposal of Animal Carcasses

Each Superintendent should establish a procedure for the removal of dead animals from the State right of way. In some areas, there are local animal control agencies that handle injured, dying, or dead animals. If such a service is available, make arrangements to utilize their services through agreement or service contract. When such services are not available, the Superintendent should select the most reasonable form of disposal, including authorized dumps or burial, considering local rules and regulations.

Where possible, owners of domestic animals should be notified before disposal. License tags, nameplates, or other identification should be retained in the Supervisor's office for at least 30 days in case of subsequent inquiries.

D1.09 Special Programs People (SPP)

Special Program People (SPP) assist Caltrans through inter-agency or cooperative agreement with other State or County Agencies.

Typical tasks for SPP are litter removal, weed abatement, pruning, clearing fence lines, drainage facilities, and other labor intensive activities on State rights-of-way. Special Programs People provide services above those provided by Caltrans forces.

Special Program People most frequently include the following:

- Court referrals (Probationers).
- California Conservation Corps (CCC).
- Inmates from correctional facilities and California Youth Authority wards.
- Public assistance ("welfare") recipients.
- Clients of State and federal employment programs.

Special Programs People responsibilities for supervision, safety orientation, and other details, are discussed in the interagency agreement or cooperative agreement. Prior to start of work, all SPP shall be given a safety orientation that includes review of the applicable Codes of Safe Operating Practices.

Each district has conducted a safety review of its highway system to identify locations with high traffic volumes, narrow roadsides, and other factors that indicate the need for additional protections for workers on foot. Such areas are deemed to require protective measures above the minimum mandated in Chapter 8 of the Maintenance Manual. The contents of the District plan should be known before special programs people are deployed on highway roadsides.

D1.10 Adopt-A-Highway Program

A substantial amount of road side litter, is collected by individuals, organizations and businesses, under the Adopt-A-Highway program. Adopt-A-Highway participants also plant trees and wildflowers, remove graffiti, provide vegetation control and perform other activities.

Authorization for this program is Streets and Highways Code Section 91.5, and the Director's Policy Memo on Adopt-A-Highway, dated January 15, 1995. Adopt-A-Highway program guidelines implement legislation (S & H Code Sec. 222) for the acceptance of funds, materials, equipment, or services for roadside maintenance or enhancement.

Detailed instructions for administering the Adopt-A-Highway Program are described in the Adopt-A-Highway Program Guidelines issued by the Maintenance Program. The Caltrans publication "Adopt-A-Highway Information and Application" summarizes the procedures and requirements of the program for the general public.

D1.10.1 Adopt-A-Highway Program Responsibilities

(A) District Adopt-A-Highway Committee

Each District shall form a committee comprised of representatives from the Traffic, Maintenance, Safety, and Permits functions to review and designate highway sections for adoptability by volunteers. Contractors that conform to special permit requirements may perform litter collection in those sections determined to be unsuitable for volunteer groups.

(B) Role of the District Adopt-A-Highway Coordinator

The Adopt-A-Highway Program responds to a large number of contacts by the public, legislators, local officials, the media and Caltrans management. It is essential that districts provide timely, professional and courteous responses to inquiries regarding the program.

Most Districts should have a full-time District Adopt-A-Highway Coordinator. An Assistant Coordinator may also be warranted in some Districts.

The Coordinator depends on the cooperative assistance of the entire maintenance function and of other essential units within the District. Many of the District Coordinator's logistical responsibilities may be effectively delegated.

The Coordinator's responsibilities include the following:

- (1) Primary District contact person for potential participants. The coordinator assists participants in understanding the program, defining the project, obtaining the Adopt-A-Highway permit and securing any technical advice from the District Landscape Architect, Landscape Specialist, Botanist, Biologist or other professionals.

- (2) Maintains and makes available for public view waiting lists for sections that are currently adopted.
- (3) Maintains and makes available for public view a current list of program participants.
- (4) Distributes newsletters or correspondence from the Governor or Director inviting adopters to participate in Statewide or national events.
- (5) Maintains a close working relationship with other District personnel who are essential to the successful administration of the program, such as the District Division Chief of Maintenance, Permits Engineer, Traffic Engineer, Landscape Architect, Safety Officer, and Public Affairs Officer.
- (6) Maintains a close working relationship with the Statewide Adopt-A-Highway Coordinator and Coordinators in other Districts.
- (7) Attends periodic statewide Adopt-A-Highway Coordinator's meetings.
- (8) In consultation with the District Maintenance Engineer, determines the adoptability of sections and ensures that proposed project locations are appropriate to the age, experience and type of worker involved.
- (9) Ensures that the participant, or at least one representative from a participating group or business, receives an explanation of the "Safety Requirements for Participants" form. This form is attached to each permit by the appropriate District Maintenance unit. This unit will usually be the Maintenance facility that dispenses the litter bags and safety gear.
- (10) Ensures that the District has adequate supplies of standard personal protective equipment (hard hats, orange vests, gloves and safety glasses) for loan, to participants. Districts may require professional contractors to provide their own safety gear that conforms to State standards.
- (11) Ensures that contributions of highway planting meet the requirements of Chapter 900 of the Highway Design Manual, Landscape Architecture, and that installation and maintenance of plantings are in accordance with Caltrans' current policies and standards.
- (12) Notifies District Scenic Highway Coordinators of proposals involving signs on scenic highways.
- (13) Places installation orders for courtesy signs and orders the fabrication of recognition panels. The Coordinator also reviews and approves sign locations and determines the time of recognition panel removal.
- (14) Coordinates with Public Affairs to publicize new projects and to present Certificates of Appreciation upon fulfillment of each adoption commitment.

- (15) Conducts an ongoing community outreach program to promote and explain the Adopt-A-Highway program.
- (16) Arranges the termination of sponsorships that are not being performed as per the adoption permit.
- (17) Notifies the District Division Chief of Maintenance and Operations of suspended participant activities within areas of ongoing construction until the State has accepted responsibility for the construction area from the contractor.

(C) Role of the Maintenance Manager in the Adopt-A-Highway Program

- (1) Ensures that Area Superintendents and others who work directly with Adopt-A-Highway participants understand the program's objectives and procedures.
- (2) Ensures that employee interaction with the public is professional, positive, prompt and courteous.
- (3) Monitors performance of participants and informs the District Adopt-A-Highway Coordinator when the performance of a group should be, improved or the group should be terminated.
- (4) Coordinates prompt removal of filled litterbags.
- (5) Ensures friendly and convenient procedures for participants to provide advance notice of work dates, receive reasonable quantities of loaned safety gear and supplies such as bags and paint.
- (6) Coordinates maintenance activities that may involve Adopt-A-Highway planting projects, mowing, spraying and related activities.
- (7) Assists the District Adopt-A-Highway Coordinator in determining reasonable costs for financial sponsorship of sweepers, litter crews, service patrol vehicles or rest area sheltered workshops.
- (8) Ensures that participants' activities are suspended within areas of ongoing construction until the State has accepted responsibility for the construction area from the contractor.

(D) Role of Maintenance Supervisors and Maintenance Personnel

District Maintenance crews are the primary contact between Caltrans and the Adopt-A-Highway participants. Representatives from each Adopt-A-Highway group must be given safety training prior to beginning adoption activities, and annually thereafter

Adopt-A-Highway participants shall be provided with all appropriate safety gear (hardhat, vest, gloves and goggles) prior to entering the right-of-way.

D1.10.2 Adopt-A-Highway Litter. Procedures

Participants should be directed to obtain trash bags at a designated location. Typically, the designated location is the local Maintenance station. However, Districts are encouraged to make special arrangements to provide appropriate quantities of bags to remotely located participants and to Adopt-A-Highway contractors with numerous clients. Participants should be given the white litter bag with the Adopt-A-Highway logo for use when collecting litter. This special litter bag is available from the warehouse. The standard orange plastic litter-bag, should be used only by State forces and Special Programs people.

Adopt-A-Highway participants are expected to bag litter and leave the filled bags at the edge of the shoulder for pickup by District Maintenance forces. Adopters should cluster bags together, when possible, and place them in locations where District forces can pick them up safely.

Districts should identify safe pick-up locations for the participants W leave filled bags.'

Districts should pick up filled bags promptly. Bags should not be allowed to remain on the roadside for more than ten day

The District should continue to remove litter and debris from the median, roadway, shoulders and other areas of adopted segments that are inaccessible to adopters. The District should coordinate its median and roadway litter removal and its removal of filled bags as closely as practical with the adopter's schedule. Mowing operations performed just before a litter pick-up cause problems for Adopt-A-Highway participants by shredding litter into small pieces.

Districts should set an appropriate cleanup frequency. The exact length of highway adoption and number of cleanups per year may vary according to the project location. The frequency of cleanups specified should be adequate to keep the roadside clean. A minimum of four clean ups each year, are necessary to qualify the adopter for a recognition sign(s). Highway segments that require more than twelve pick-ups per year generally are not suitable for volunteers.

Districts should monitor the adopter's level of performance and communicate promptly with the adopter if there is a deficiency. Sample monitoring documents are available electronically in the Adopt-A-Highway computer program.

Districts should not perform routine litter removal in those portions of a highway segment that are the adopter's responsibility.

To account for Adopt-A-Highway expenditures, District Maintenance forces should count the bags filled by Adopt-A-Highway participants and code the quantities with the appropriate MMS special designation.

Maintenance Supervisors should report the quantity of litter collected by each participating group after each scheduled cleanup to the district Adopt-A-Highway Coordinator.

D1.10.3 Adopt-A-Highway Graffiti Operations

Adopt-A-Highway volunteers can be an effective resource to control graffiti. Participants agree to remove graffiti from a wall or other structure for 2 years.

The community side, the highway side or both sides of the wall may be included in the adoption.

Districts should specify whether graffiti control is to be done by cleaning, painting, or by planting. Districts should determine the extent of work required and the frequency and turnaround time for graffiti removal.

Districts may provide paint or other materials to participants or allow participants to provide their own State-approved materials. Districts should consider safety and air quality impacts in approving paint or coatings. Paints should match the color of the wall or structure. Participants may use Caltrans-approved anti-graffiti coatings. A list of approved materials is available from the Maintenance Program.

Adopt-A-Highway participants may plant vines or other plant materials to screen surfaces that need graffiti control. Planting can be a very successful long term solution to graffiti, and should be designed to reduce overall maintenance effort. The District Landscape Architect should assist participants with planning their planting projects. The District Landscape Architect should review all planting proposals for conformance to Caltrans highway planting policies. Permanent irrigation systems may be permitted at the discretion of the District Landscape Architect and Maintenance Manager.

Adopt-A-Highway participants may also assist the growth of existing vines to help cover walls and other surfaces that are targets of graffiti. Adopters may direct the growth of vines through the cored holes in sound walls to achieve faster and more complete coverage of the walls.